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# PROGRAMME BUDGET FOR THE BIENNIUM 1994-1995

# ADMINISTRATIVE AND BUDGETARY ASPECTS OF THE FINANCING OF THE UNITED NATIONS PEACE-KEEPING OPERATIONS: FINANCING OF THE UNITED NATIONS PEACE-KEEPING OPERATIONS

## Special representatives, envoys and related positions

## Report of the Secretary-General

1. In its resolution 48/259 of 14 July 1994, the General Assembly took note of the report of the Secretary-General (A/C.5/48/26 and Add.1) on special representatives, envoys and related positions, which was submitted in accordance with General Assembly decision 47/474 of 14 September 1993. In the same resolution, the Assembly endorsed the conclusions and recommendations of the Advisory Committee on Administrative and Budgetary Questions as contained in its report on the same subject (A/48/7/Add.7).

2. The General Assembly requested the Secretary-General, in the same resolution, to clarify the position of special representatives and envoys appointed on a "when actually employed" basis, on special service agreement, on a $1-a-year honorarium or with no remuneration, and to submit to the Assembly at its forty-ninth session such special guidelines as would need to be applied to those types of contracts, including a set of objective criteria for determining the level of such positions and the form of remuneration to be used.

3. The General Assembly also requested the Secretary-General to ensure that the number of special envoys, special representatives and other special high-level positions is kept at a minimum, that their functions and responsibilities are more clearly defined and streamlined, avoiding any possible duplication, and that current financial regulations and budgetary procedures are fully complied with, and to report thereon to the Assembly at its forty-ninth session.

4. The present report has been prepared in response to the above requests. It also updates the information on special representatives and envoys contained in the last report on this subject (A/C.5/48/26/Add.1).

5. The previous report issued on the subject (A/C.5/48/26) contained explanatory information as to the three categories of special representatives and envoys. The categories are as follows:

(a) Special representatives and other high-level positions in peace-keeping or observer missions authorized by the Security Council;

(b) Envoys appointed to assist the Secretary-General in the exercise of his good offices and related functions;

(c) Other special high-level positions.

6. For those positions in the first category, when peace-keeping or observer missions are approved by the Security Council, the Secretary-General appoints a special representative to implement the mandate approved by the Council and to supervise the effective execution of the tasks involved (political, military, humanitarian, human rights, electoral, etc.). These appointments are normally at the under-secretary-general or assistant secretary-general level, depending on the size and complexity of the mission. Large or complex missions sometimes require a deputy (normally at the assistant secretary-general level) to assist the special representative in his or her responsibilities. For those missions that have a major military component, the force commanders or chief military observers are appointed at the assistant secretary-general or D-2 level.

7. The second category relates to envoys appointed by the Secretary-General for varying durations, but normally for a limited period, to assist him in the exercise of his good offices or related functions. These appointments are either specifically recommended by the Security Council or the General Assembly or relate to issues or situations with which these bodies are seized. Their role normally involves encouraging conflicting parties to enter into serious negotiations and agree on a peaceful settlement of their disputes. It also requires the provision of assistance and advice to the Secretary-General in formulating proposals for a course of action towards conflict resolution, often for approval by the Security Council.

8. The third category consists of a small number of eminent and highly experienced officials appointed by the Secretary-General to assist him directly in the discharge of certain aspects of his responsibilities. Some of the officials concerned may be entrusted with a number of different responsibilities, including functions in connection with the Secretary-General's exercise of his good offices.

9. In relation to all three categories, care is exercised to ensure that functions and responsibilities are clearly defined and that duplication is avoided. The rank accorded to these envoys is determined by the level of political and managerial responsibilities entrusted to them, as well as the scope and complexity of the activities undertaken. These factors are reflected in the final decision of the Secretary-General on each appointment.

Consideration is also given to the rank and level of responsibilities of the appointee prior to joining or within the Organization.

10. The last report (A/C.5/48/26/Add.1) contained information on the number and level of these positions as at 29 April 1994. At that time, it was reported that there was a total of 40 officials in the three categories: 23 were assigned to peace-keeping missions (7 at the under-secretary-general level and 16 at the assistant secretary-general level); 13 were performing good offices or related functions (10 at the under-secretary-general level and 3 at the assistant secretary-general level), 3 of whom were assisting the Secretary-General on the basis of a $1-a-year honorarium or reimbursement of travel expenses; and 4 were assisting the Secretary-General in various capacities, 1 on a $1-a-year honorarium.

11. Updated information is provided in the annex to the present report, reflecting the number of special representatives and envoys as at 31 October 1994, including those at the D-2 level, as recommended by the Advisory Committee on Administrative and Budgetary Questions. As of that date, there were 44 such positions. The current breakdown by categories is as follows: 23 assigned to peace-keeping missions (8 at the under-secretary-general level and 15 at the assistant secretary-general level); 16 appointed to assist the Secretary-General in the exercise of his good offices and related functions (12 at the under-secretary-general level, 3 at the assistant secretary-general level and 1 at the D-2 level); and 5 other special high-level positions, including special advisers to the Secretary-General (4 at the under-secretary-general level and 1 at the D-2 level). The increase by four of the number of high-level posts from 29 April 1994 is the result of the appointment of two envoys (the Special Coordinator in the Occupied Territories and the Special Humanitarian Envoy for Rwanda-Burundi) and the inclusion of the two D-2 posts, namely that of the Special Representative of the Secretary-General in Cambodia and the Personal Envoy of the Secretary-General to the Movement of Non-Aligned Countries.

12. In addition to the above current information, the Advisory Committee also requested the Secretary-General to provide information on the total number of special representatives, envoys and related positions for the period from 1990 to 1994 and the related means of financing such posts and positions. The annex to the present document includes that information.

13. The Advisory Committee also recommended that guidelines be set out for contractual arrangements such as "when actually employed" appointments, special service agreements, $1-a-year honorariums, or no remuneration. "When actually employed" appointments have traditionally been used in the Organization when normal appointments under the 100, 200 or 300 series of the Staff Rules did not provide sufficient flexibility for a particular job, or when special service agreements would be unduly expensive or would not confer the necessary international status. They are regarded as a more economical and efficient way of contracting for work of an intermittent or non-continuous nature, or for providing appropriate conditions of service for short periods for high-level consultants who might have other governmental positions to which they have to return from time to time. There has been in recent years a greater use of "when actually employed" contracts to meet special needs of the increased number of

new operations. The advantages include providing the Secretary-General with a means of responding quickly to new tasks whose duration is uncertain or non-continuous, and of conferring international status to high-level consultants needed for short periods of time.

14. The Office of Human Resources Management is preparing guidelines with a view to regulating the use of "when actually employed" and similar appointments, taking into account the recommendations of the Advisory Committee and subsequent decision of the General Assembly. These guidelines will be presented to the Assembly in due course.

15. Furthermore, as recommended by the Advisory Committee, its concurrence will be sought when existing high-level posts are required to accommodate functions different from those which were envisaged when the posts were initially approved. As requested by the Advisory Committee, it is the intention of the Secretary-General to include in the annual publication of the staff list the names of all officials appointed by him as special representative, envoy or adviser.

16. With respect to associated support costs, such as secretarial assistance, communications and rental of office space, such costs, by nature, are difficult to isolate. For those positions in peace-keeping or observer missions authorized by the Security Council (category (a)), the estimated remuneration and the associated costs are included in the relevant peace-keeping budgets presented to and approved by the General Assembly. The total budgeted remuneration for the 23 posts in 1994, on an annualized basis, amounted to $4.6 million.

17. With regard to category (b), envoys who are appointed to assist the Secretary-General in the exercise of his good offices are funded under the resolution on unforeseen and extraordinary expenses, the regular budget or extrabudgetary resources. The total amount authorized for the costs associated with the financing of seven special envoys under unforeseen and extraordinary expenses in 1994 was $3.5 million. The costs associated with the financing of the other nine envoys are from the regular budget (5) and extrabudgetary resources (4).

18. For other special high-level positions (category (c)), remuneration on an annualized basis, amounted to $600,000; the associated costs are included in the regular budget for the biennium 1994-1995.

ANNEX

Special representatives, envoys and related positions in the United Nations Secretariat

(1 January 1990-31 October 1994)

| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbursement of travel expenses |
| A. Special representatives and other high-level positions in peace-keeping or observer missions authorized by the Security Council | | | | | | | | |
| Under-Secretary-General level | | | | | | | | |
| Special Representative of the Secretary-General for Angola (UNAVEM) | 1 | 2 | | | X | | X | |
| Special Representative of the Secretary-General for Cyprus (UNFICYP) | 1 | 2 | | | X | | X | |
| Special Representative of the Secretary-General for Mozambique (ONUMOZ) | 1 | 1 | | | X | | X | |
| Special Representative of the Secretary-General for Rwanda (UNAMIR) | 1 | 2 | | | X | | X | |
| Special Representative of the Secretary-General for South Africa (UNOMSA) | | 1 | | X | | | X | |
| Special Representative of the Secretary-General for Western Sahara (MINURSO) | 1 | 2 | | | X | | X | |
| Special Representative of the Secretary-General for former Yugoslavia (UNPROFOR) | 1 | 1 | | | X | | X | |
| Special Representative to the Secretary-General in Somalia (UNOSOM I and II) | 1 | 4 | | | X | | X | |
| Special Representative of the Secretary-General in El Salvador (ONUSAL) | | 1 | | | X | | X | |
| Special Representative of the Secretary-General for Haiti (UNMIH) | 1 | 1 | | | X | | X | |

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| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbursement of travel expenses |
| Special Representative of the Secretary-General for the United Nations Transitional Authority in Cambodia (UNTAC) | | 1 | | | X | | X | |
| Total Under-Secretaries-General | | | | | | | | |
| Current: | 8 | | | | | | | |
| Since 1990: | | 18 | | | | | | |
| Assistant-Secretary-General level | | | | | | | | |
| Special Representative of the Secretary-General for El Salvador (Chief of Mission, United Nations Observer Mission in El Salvador (ONUSAL)) | 1 | 2 | | | X | | X | |
| Special Representative of the Secretary-General for Liberia (UNOMIL) | 1 | 1 | | | X | | X | |
| Chief Military Observer United Nations Angola Verification Mission (UNAVEM II) | 1 | 2 | | | X | | X | |
| Chief Military Observer, United Nations Iraq-Kuwait Observation Mission (UNIKOM) | 1 | 3 | | | X | | X | |
| Chief of Staff, United Nations Truce Supervision Organization (UNTSO) | | 3 | | X | | | X | |
| Force Commander, United Nations Peace-keeping Force in Cyprus (UNFICYP) | 1 | 3 | | | X | | X | |
| Force Commander, United Nations Disengagement Observer Force (UNDOF) | 1 | 2 | | | X | | X | |
| Force Commander, United Nations Interim Force in Lebanon (UNIFIL) | 1 | 2 | | | X | | X | |
| Force Commander, United Nations Operation in Mozambique (ONUMOZ) | 1 | 2 | | | X | | X | |
| Force Commander, United Nations Operation in Somalia (UNOSOM) | 1 | 2 | | | X | | X | |
| Force Commander, United Nations Protection Force in Yugoslavia (UNPROFOR) | 1 | 4 | | | X | | X | |

| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbur-sement of travel expenses |
| Deputy Special Representative of the Secretary-General for Cyprus (UNFICYP) | 1 | 1 | | | X | | X | |
| Deputy Special Representative of the Secretary-General for Mozambique (ONUMOZ) | 1 | 1 | | | X | | X | |
| Deputy Special Representative of the Secretary-General for Yugoslavia (UNPROFOR) | | 1 | | | X | | | |
| Deputy Special Representative of the Secretary-General for Somalia (UNOSOM) | | 1 | | | X | | X | |
| Deputy Special Representative of the Secretary-General for South Africa (UNOMSA) | | 1 | | X | | | X | |
| Special Coordinator, UNPROFOR (Sarajevo) | 1 | 1 | | | X | | X | |
| Field Commander, United Nations Transitional Authority in Cambodia (UNTAC) | | 1 | | | X | | X | |
| Field Commander, United Nations Assistance Mission for Rwanda (UNAMIR) | 1 | 2 | | | X | | X | |
| United Nations Observer Group in Central America (UNOCA) | | 2 | | | X | | X | |
| Field Commander, United Nations Transitional Assistance Group (UNTAG) | | 3 | | | X | | X | |
| Chairman, Identification Commission, Deputy Special Representative of the Secretary-General for Western Sahara (MINURSO) | 1 | 3 | | | X | | X | |
| Special Representative of the Secretary-General for the United Nations Observer Mission to Verify the Referendum in Eritrea | | 1 | X | | | | X | |
| Total Assistant-Secretaries-General | | | | | | | | |
| Current: | 15 | | | | | | | |
| Since 1990: | | 44 | | | | | | |

| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbursement of travel expenses |
| B. Envoys appointed to assist the Secretary-General in the exercise of his good offices and related functions | | | | | | | | |
| Under-Secretary-General level | | | | | | | | |
| Special Envoy of the Secretary-General for Georgia | 1 | 1 | X | | | | X | |
| Special Envoy of the Secretary-General, Greece-the former Yugoslavia Republic of Macedonia | 1 | 1 | X | | | | | X |
| Special Envoy of the Secretary-General for Haiti | | 1 | | X | | | X | |
| Special Envoy, Department of Humanitarian Affairs | 1 | 1 | | X | | | | X |
| Special Envoy of the Secretary-General to Tajikistan | 1 | 1 | X | | | | X | |
| Personal Representative for the Controversy between Guyana and Venezuela | 1 | 1 | X | | | | X | |
| Co-Chairman of the Steering Committee of the International Conference on the Former Yugoslavia | 1 | 1 | | | | X | X | |
| Chargé de mission on behalf of the Secretary-General | 1 | 1 | | X | | | | X |
| Executive Chairman, Special Commission (Iraq) | 1 | 1 | | | | X | | X |
| Head of Special Mission for Afghanistan | 1 | 1 | | X | | | X | |
| Special Coordinator of the Secretary-General in the Occupied Territories | 1 | 1 | | X | | | X | |
| Special Humanitarian Envoy for Rwanda-Burundi | 1 | 1 | | X | | | X | |
| Special Envoy for the Secretary-General for Zaire and concurrently Special Representative of the Secretary-General for Yemen | 1 | 1 | X | | | | X | |

| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbursement of travel expenses |
| Senior Advisor in connection with Security Council resolution 598 (1987) | | 1 | X | | | | X | |
| Personal representative of the Secretary-General on issues pertaining to Security Council resolution 598 (1987) | | 1 | X | | | | X | |
| Special Envoy of the Secretary-General to the Baltic States | | 1 | X | | | | X | |
| Special Envoy of the Secretary-General for Assistance to Angola | | 1 | X | | | | X | |
| Total Under-Secretaries-General | | | | | | | | |
| Current: | 12 | | | | | | | |
| Since 1990: | | 17 | | | | | | |
| Assistant Secretary-General level | | | | | | | | |
| Personal Representative of the Secretary-General in Afghanistan and Pakistan (and Coordinator of Humanitarian Assistance for Afghanistan) | 1 | 2 | | | | X | X | |
| Executive Secretary, United Nations Compensation Commission | 1 | 1 | | | | X | X | |
| Special Representative of the Secretary-General for Burundi | 1 | 1 | X | | | | X | |
| Total Assistant Secretaries-General | | | | | | | | |
| Current: | 3 | | | | | | | |
| Since 1990: | | 4 | | | | | | |
| D-2 level | | | | | | | | |
| Special Representative of the Secretary-General in Cambodia | 1 | 1 | X | | | | X | |

| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbursement of travel expenses |
| Deputy Representative of the Secretary-General, Office of the Secretary-General in Afghanistan and Pakistan | | 1 | | X | | | X | |
| Total D-2 level | | | | | | | | |
| Current: | 1 | | | | | | | |
| Since 1990: | | 2 | | | | | | |
| C. Other special high-level positions | | | | | | | | |
| Under-Secretary-General level | | | | | | | | |
| Special Representative of the Secretary-General for the Law of the Sea | | 1 | | X | | | X | |
| Special Adviser to the Secretary-General | 1 | 1 | | | X | | X | |
| Special Adviser to the Secretary-General | 1 | 1 | X | | | | X | |
| Special Adviser to the Secretary-General for Public Policy - fiftieth anniversary | 1 | 1 | | X | | | X | |
| Special Representative of the Secretary-General for Public Affairs | 1 | 1 | | X | | | | X |
| Total Under-Secretaries-General | | | | | | | | |
| Current: | 4 | | | | | | | |
| Since 1990: | | 5 | | | | | | |
| Assistant Secretary-General level | | | | | | | | |
| Special Representative of the Secretary-General for the Promotion of the United Nations Decade of Disabled Persons | | 1 | | | | X | X | |
| Total Assistant Secretaries-General | | | | | | | | |
| Current: | - | | | | | | | |
| Since 1990: | | 1 | | | | | | |

| Functions/title | No. of persons engaged | | Type of financing of positions | | | | Type of contract | |
|---|---|---|---|---|---|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 | Working capital, unforeseen expenditures | Programme budget | Peace-keeping budgets | Other | Fixed-term appointment, "when actually employed" or special service agreement | $1 per year honorarium and/or reimbursement of travel expenses |
| D-2 level | | | | | | | | |
| Personal Envoy of the Secretary-General to the Movement of Non-Aligned Countries | 1 | 1 | | X | | | X | |
| Total D-2 level | | | | | | | | |
| Current: | 1 | | | | | | | |
| Since 1990: | | 1 | | | | | | |

Summary

| Functions/title | No. of persons engaged | |
|---|---|---|
| | Encumbered as at 31 October 1994 | Total engaged since 1 January 1990 |
| Category A | | |
| Under-Secretary-General | 8 | 18 |
| Assistant Secretary-General | 15 | 44 |
| D-2 | - | - |
| Total | 23 | 62 |
| Category B | | |
| Under-Secretary-General | 12 | 17 |
| Assistant Secretary-General | 3 | 4 |
| D-2 | 1 | 2 |
| Total | 16 | 23 |
| Category C | | |
| Under-Secretary-General | 4 | 5 |
| Assistant Secretary-General | - | 1 |
| D-2 | 1 | 1 |
| Total | 5 | 7 |
| Grand total | 44 | 92 |

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